

Message Text

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FM SECSTATE WASHDC
TO ALL DIPLOMATIC POSTS PRIORITY
INFO AMCONSUL HAMBURG
AMCONSUL BREMEN
AMCONSUL DUSSELDORF
AMCONSUL FRANKFURT
AMCONSUL STUTTGART
AMCONSUL MUNICH

C O N F I D E N T I A L STATE 059942

E.O. 11652: GDS

TAGS: PFOR, PGOV, WB, US, UK, FR, GW

SUBJECT: BRIEFING PROJECT ON BERLIN

REF: STOCKHOLM 1021

1. THIS MESSAGE TRANSMITS JOINT INSTRUCTIONS FOR A
BRIEFING PROJECT ON BERLIN AGREED UPON BY THE FOREIGN
MINISTERS OF THE UNITED STATES, UNITED KINGDOM, FRANCE
AND THE FEDERAL REPUBLIC OF GERMANY AT THEIR MEETING IN
BRUSSELS ON DECEMBER 8, 1976. TH. PROJECT WAS CONCEIVED
AS AN EFFORT TO INFORM SELECTED GOVERNMENTS AND
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INTERNATIONAL ORGANIZATIONS AROUND THE WORLD OF THE
WESTERN POSITION ON THE COMPLICATED ISSUES INVOLVED IN
BERLIN. IT WAS ALSO HOPED THAT THE BACKGROUND PAPER
WHICH FORMS THE BASIS OF THE BRIEFING PROJECT WOULD
BE USEFUL TO DIPLOMATIC REPRESENTATIVES OF THE FOUR
POWERS WHO MIGHT HAVE THE OCCASION TO DISCUSS BERLIN
MATTERS WITH FOREIGN-DIPLOMATS OR HOST GOVERNMENT

OFFICIALS.

2. THE BACKGROUND PAPER IS BEING TRANSMITTED SEPARATELY BY AIRGRAM. IT IS POSSIBLE THAT REPRESENTATIVES OF THE UK, FRANCE OR THE FRG WILL BE IN TOUCH WITH US POSTS TO COORDINATE A PRESENTATION BEFORE THE TEXT OF THE PAPER HAS BEEN RECEIVED. SINCE EMBASSIES OF EACH OF THE FOUR NATIONS ARE TO RECEIVE IDENTICAL INSTRUCTIONS AND IDENTICAL TEXTS OF THE BACKGROUND PAPER, POSTS ARE AUTHORIZED TO UNDERTAKE AN APPROACH ON THE BASIS OF A TEXT PROVIDED BY ONE OF THE OTHER THREE COUNTRIES. A FRENCH TEXT OF THE PAPER WILL BE AVAILABLE FROM FRENCH REPRESENTATIVES. A SPANISH TEXT IS ALSO BEING PREPARED. IT WILL BE SENT TO POSTS WHICH REQUEST IT.

3. FOLLOWING IS THE TEXT OF THE JOINT CIRCULAR INSTRUCTION:

BEGIN TEXT:

I. BACKGROUND

1. THE BONN GROUP, IN WHICH THE US, FRANCE, THE UK AND THE FRG CONSULT EACH OTHER ABOUT BERLIN QUESTIONS, HAS PREPARED A PAPER ON THE LEGAL AND POLITICAL SITUATION OF BERLIN.

INSTRUCTIONS GIVEN TO THE BONN GROUP

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2. THIS PAPER WAS APPROVED BY THE FOUR FOREIGN MINISTERS ON DECEMBER 8, 1976. THE MINISTERS EXPRESSED THE VIEW THAT THIS PAPER SHOULD BE USED BY THE REPRESENTATIONS ABROAD OF THE FOUR GOVERNMENTS IN ORDER TO PROVIDE FRIENDLY COUNTRIES WITH A WRITTEN EXPOSITION OF THE WESTERN POSITION CONCERNING BERLIN, AND TO PROMOTE ON THE BASIS OF THE ARGUMENTS IT CONTAINS A BETTER UNDERSTANDING OF THE BERLIN SITUATION IN OTHER COUNTRIES AND IN INTERNATIONAL ORGANIZATIONS. THE MINISTERS AT THE SAME TIME EMPHASIZED THAT WE SHOULD DO OUR BEST TO AVOID THE IMPRESSION THAT THE WESTERN SIDE WAS EMBARKING ON A CAMPAIGN AND THAT WE SHOULD THEREFORE DO OUR BEST TO PREVENT A COPY OF THE PAPER FALLING INTO RUSSIAN HANDS. THE SPECIFIC DECISIONS OF THE MINISTERS WERE THE FOLLOWING:

-- THE BONN GROUP SHOULD DRAW UP A LIST OF FRIENDLY STATES TO WHICH THE PAPER MIGHT BE GIVEN;
STATES TO WHICH THE PAPER MIGHT BE GIVEN;

-- THE PAPER SHOULD BE SENT TO THE MISSIONS ABROAD OF THE FOUR GOVERNMENTS AND TO THEIR DELEGATIONS TO INTERNATIONAL ORGANIZATIONS AND INTERNATIONAL CONFERENCES AT WHICH THE REPRESENTATION OF THE WESTERN SECTORS OF BERLIN BY THE FRG MIGHT BE CHALLENGED;

-- THE MISSIONS AND DELEGATIONS OF THE FOUR GOVERNMENTS SHOULD DRAW ON THE PAPER AS NECESSARY, AND CONSULT QUADRIPARTITELY FOR THIS PURPOSE;

-- IF, HOWEVER, THEY WISHED TO COMMUNICATE THE PAPER TO PARTIES OTHER THAN THOSE LISTED IN II A BELOW, THEY SHOULD REFER BACK TO CAPITALS FOR AUTHORIZATION.

II. INSTRUCTIONS

A. FRIENDLY COUNTRIES CONFIDENTIAL

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3. THE PAPER SHOULD BE HANDED OVER IN THE FOLLOWING FRIENDLY CAPITALS: ANKARA, ATHENS, BRUSSELS, COPENHAGEN, DUBLIN, LISBON, LUXEMBOURG, OSLO, OTTAWA, REYKJAVIK, ROME, THE HAGUE (I.E., EC AND NATO CAPITALS), AND ALSO IN BERN, CANBERRA, MADRID, ROME (VATICAN), STOCKHOLM, TOKYO, VIENNA AND WELLINGTON.

4. THE PAPER SHOULD BE HANDED OVER TO THE APPROPRIATE AGENCY CONCERNED (IN PRINCIPLE THE FOREIGN MINISTRY) IN THESE CAPITALS. THE EMBASSIES OF THE FOUR GOVERNMENTS WILL DETERMINE WHICH MISSION OR MISSIONS TAKE ACTION. IT SHOULD BE MADE CLEAR THAT THE PAPER EXPRESSES VIEWS HELD IN COMMON BY THE FOUR GOVERNMENTS CONCERNED. WHERE APPROPRIATE, AN EXPRESSION OF THANKS SHOULD BE ADDED FOR THE SUPPORT WHICH THE GOVERNMENT CONCERNED HAS TRADITIONALLY GIVEN TO THE ALLIED POSITION ON BERLIN.

IT SHOULD ALSO BE EXPLAINED THAT THE FOUR GOVERNMENTS ARE NOT EMBARKING ON A CAMPAIGN OR SEEKING CONTROVERSY WITH THE COMMUNIST BLOC COUNTRIES.

5. IN NATO, THE PAPER SHOULD BE HANDED OVER AS A PART OF THE NORMAL PROCESS OF INFORMING THE NATO COUNCIL ON BERLIN PROBLEMS. THIS MIGHT BE DONE SHORTLY AFTER ACTION HAS BEEN TAKEN IN NATO CAPITALS. THE PERMANENT REPRESENTATIVE WHO WILL HAND OVER THE PAPER WILL MAKE IT CLEAR THAT IT HAS ALREADY BEEN COMMUNICATED TO ALL 15 GOVERNMENTS AND THAT HE IS CIRCULATING IT, ON BEHALF OF HIS THREE COLLEAGUES, ONLY FOR THE INFORMATION OF THE COUNCIL.

6. THE SAME PROCEDURE SHOULD BE USED IN THE EC WHERE ONE OF THE THREE PERMANENT REPRESENTATIVES COULD CIRCULATE THE PAPER, FOR INFORMATION, TO THE OTHER PERMANENT REPRESENTATIVES AND TO THE COMMISSIONER IN CHARGE OF CONFIDENTIAL

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EXTERNAL RELATIONS. -

7. IN ALL THOSE CASES, THE NUMBER OF RECIPIENTS SHOULD BE RESTRICTED AND THE CONFIDENTIALITY OF THE PAPER SHOULD BE EMPHASIZED.

B. NONALIGNED COUNTRIES

8. THE PAPER ITSELF IS PRIMARILY INTENDED FOR THE INFORMATION OF THE MISSIONS OF THE FOUR GOVERNMENTS, THE CONTENT OF THE PAPER ON THE OTHER HAND COULD, EXCEPT WHERE MISSIONS DECIDE THAT IT WOULD BE COUNTER-PRODUCTIVE, BE USED AS NECESSARY TO INFORM ORALLY THE

COMPETENT OFFICIALS ON THE PROBLEM. A SPECIFIC EVENT CONCERNING BERLIN (E.G., A CONFERENCE, A RUSSIAN PROTEST WHICH IS PUBLIC KNOWLEDGE) SHOULD, IF POSSIBLE, BE USED AS THE OCCASION FOR SUCH ACTION. ALL FOUR MISSIONS WILL REMAIN IN CLOSE TOUCH AND THE MISSION IN CHARGE OF THE ACTION SHOULD MAKE IT CLEAR THAT THE VIEWS IT EXPRESSED WERE SHARED BY THE FOUR GOVERNMENTS. THE IMPRESSION OF A DEMARCHE SHOULD AT ALL COSTS BE AVOIDED.

9. THE PAPER ITSELF SHOULD NOT BE COMMUNICATED IN WHOLE OR PART WITHOUT FURTHER INSTRUCTIONS FROM CAPITALS TO THAT EFFECT.

C. COMMUNIST COUNTRIES

10. THE PAPER IS INTENDED STRICTLY FOR INFORMATION OF THE EMBASSIES OF THE FOUR GOVERNMENTS IN THOSE COUNTRIES. THE ARGUMENTS IN THE PAPER MAY IF NECESSARY BE DRAWN UPON OR DEFENSIVE PURPOSES IN ROUTINE CONTACTS WITH COMMUNIST OFFICIALS. THE PAPER SHOULD UNDER NO CIRCUMSTANCES BE HANDED OVER TO COMMUNIST OFFICIALS.

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D. INTERNATIONAL ORGANIZATIONS

11. THE INSTRUCTIONS FOR NONALIGNED COUNTRIES BASICALLY APPLY. MISSIONS WILL HAVE DISCRETION TO PROVIDE OFFICIALS OR FRIENDLY NATIONALITIES WITH INFORMATION ON THE SAME BASIS AS SET OUT IN PARAGRAPH I. ON THE OTHER HAND, THE PRESENCE IN MOST INTERNATIONAL ORGANIZATIONS OF INTERNATIONAL CIVIL SERVANTS FROM COMMUNIST COUNTRIES INCREASES THE NEED FOR CAUTION: THE PAPER SHOULD THEREFORE NOT BE HANDED OVER, IN WHOLE OR PART, WITHOUT FURTHER INSTRUCTIONS FROM CAPITALS TO THAT EFFECT.

THE PAPER WILL BE SENT TO THE PERMANENT REPRESENTATIVES TO INTERNATIONAL ORGANIZATIONS IN NEW YORK, GENEVA, VIENNA, PARIS, LONDON, ROME, AND NAIROBI.

E. GENERAL REMARKS

12. THE FOLLOWING INSTRUCTIONS APPLY TO ALL CATEGORIES OF EMBASSIES AND REPRESENTATIONS OF THE FOUR POWERS:

(1) THEY WILL CONSULT WITH THE OTHER THREE MISSIONS, WHO WILL BE RECEIVING SIMILAR INSTRUCTIONS, BEFORE ANY ACTION IS UNDERTAKEN;

(2) THE FOUR MISSIONS IN A GIVEN COUNTRY COULD PROPOSE THAT THEIR HOST COUNTRY BE PLACED IN A DIFFERENT CATEGORY, FOR INSTANCE IN THE "FRIENDLY COUNTRIES, CATEGORY;

(3) ANY CORRESPONDENCE, INCLUDING REACTIONS TO ACTION TAKEN AND SUPPLEMENTARY QUESTIONS, SHOULD BE SENT TO CAPITALS AND REPEATED (IN THE CASE OF FRANCE, US AND UK) TO EMBASSIES IN BONN.

END TEXT.
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4. POSTS SHOULD REPORT ANY DIFFICULTIES IN COORDINATION OR UNUSUAL REACTIONS TO PRESENTATION BY CABLE TO THE DEPARTMENT, WITH INFO COPIES TO BONN, LONDON, PARIS, MOSCOW, BERLIN, NATO AND USBERLIN.
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